

Plan for Stafford Borough: Spatial Plan for Education

Final Report

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SKM COLIN
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1. Introduction

- 1.1.1 SKM Colin Buchanan has been jointly commissioned by Stafford Borough Council (SBC) and Staffordshire County Council (SCC) to update the Stafford Borough Infrastructure Delivery Plan in relation to the requirements, costs and delivery mechanisms for education provision through to 2031.
- 1.1.2 The specific objectives of the study are to identify:
- Where new education provision will be required?
 - Who will deliver the new provision?
 - How will it be delivered with other infrastructure?
 - How much will the new education provision cost?
 - When will the new provision need to be delivered?
- 1.1.3 This report specifically reviews the methodology for estimating future demand for education provision. In doing so it assesses the extent to which the existing SCC pupil projection forecasts reflect the scale, pattern and planned phasing of residential development provided for in the Plan for Stafford Borough - Publication (January, 2013).
- 1.1.4 SKM have undertaken a cluster by cluster assessment of infrastructure need and associated cost, funding and delivery mechanisms.

2. Review of SCC Pupil projections

2.1 Introduction

- 2.1.1 As part of the Stafford Borough Infrastructure Delivery Plan, Staffordshire County Council (SCC) and Stafford Borough Council (SBC) need to establish what additional primary and secondary education capacity will be necessary over the Plan period to 2031.
- 2.1.2 According to SBC's Strategic Housing Market Assessment (SHMA), the number of new households in the Borough is expected to increase by 22.6% up to 2033. In addition to this, in 2015 a group of families will move to Stafford town as part of the Borona Programme relocation. Both factors will increase the pressure on local schools. As a result, there is a need to plan the delivery of the necessary schools, which includes the forecasting of expected pupils.
- 2.1.3 Currently SCC produces projections of pupil numbers for primary and secondary schools. A review of the methodology employed to provide projections is presented in the next section. New students joining schools in Stafford from the Borona programme have been factored into the current projections.

2.2 Borona pupils

- 2.2.1 A relocation of armed forces personnel and their families currently living overseas through the Borona Programme will take place in 2015 and, as part of this, Staffordshire County Council will provide additional school places to accommodate the influx of new pupils. The total expected pupils from Borona are presented in Table 2-1¹ below.

Table 2-1 Expected pupils from Borona

Borona	Total Nursery	Total Primary	Total secondary
Total expected pupils	199	295	115

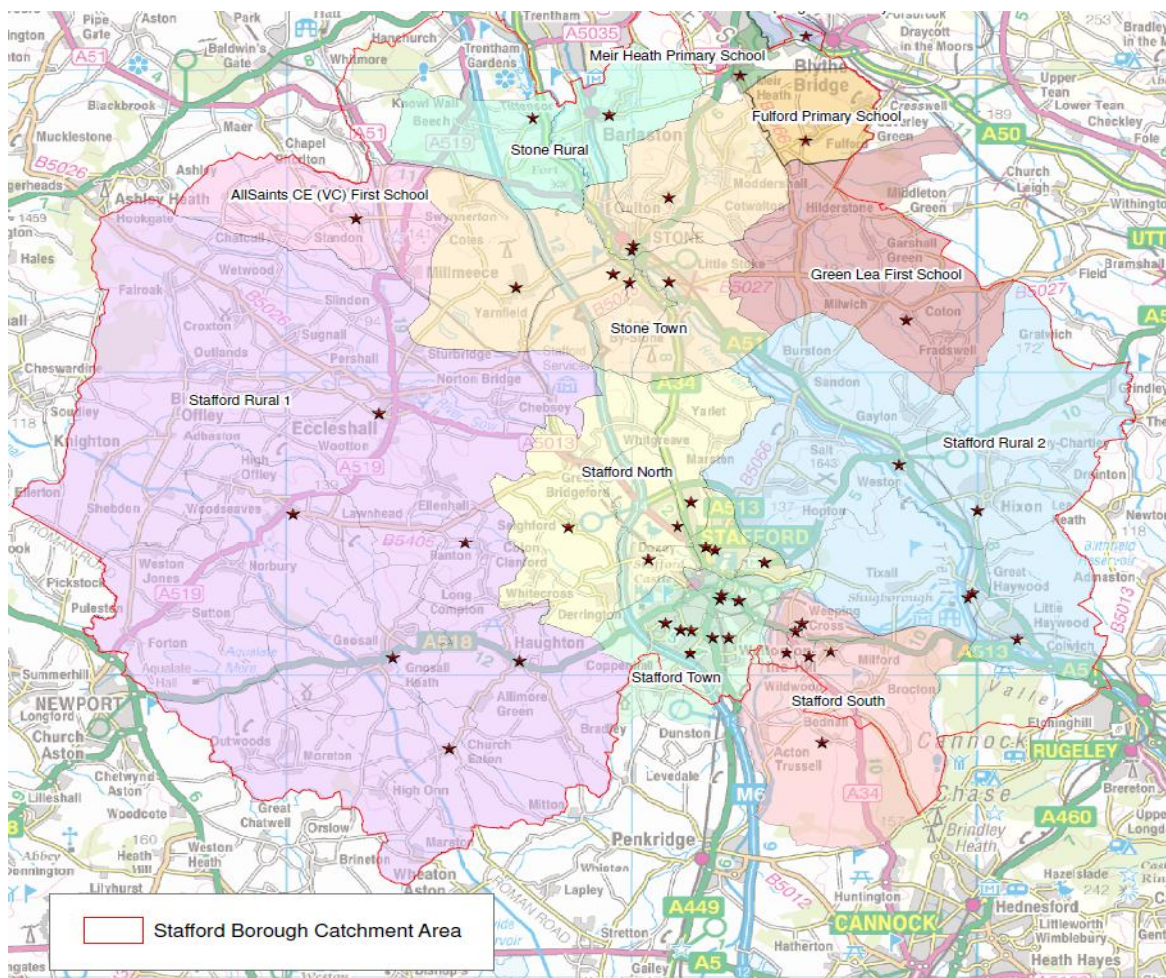
- 2.2.2 Planning consent has been granted for an element of Borona housing which will be located in Stafford North cluster.

¹ The current distribution of pupils between primary and secondary schools correspond to the current ages of the children from Borona Programme.

2.3 Review of current projections methodology

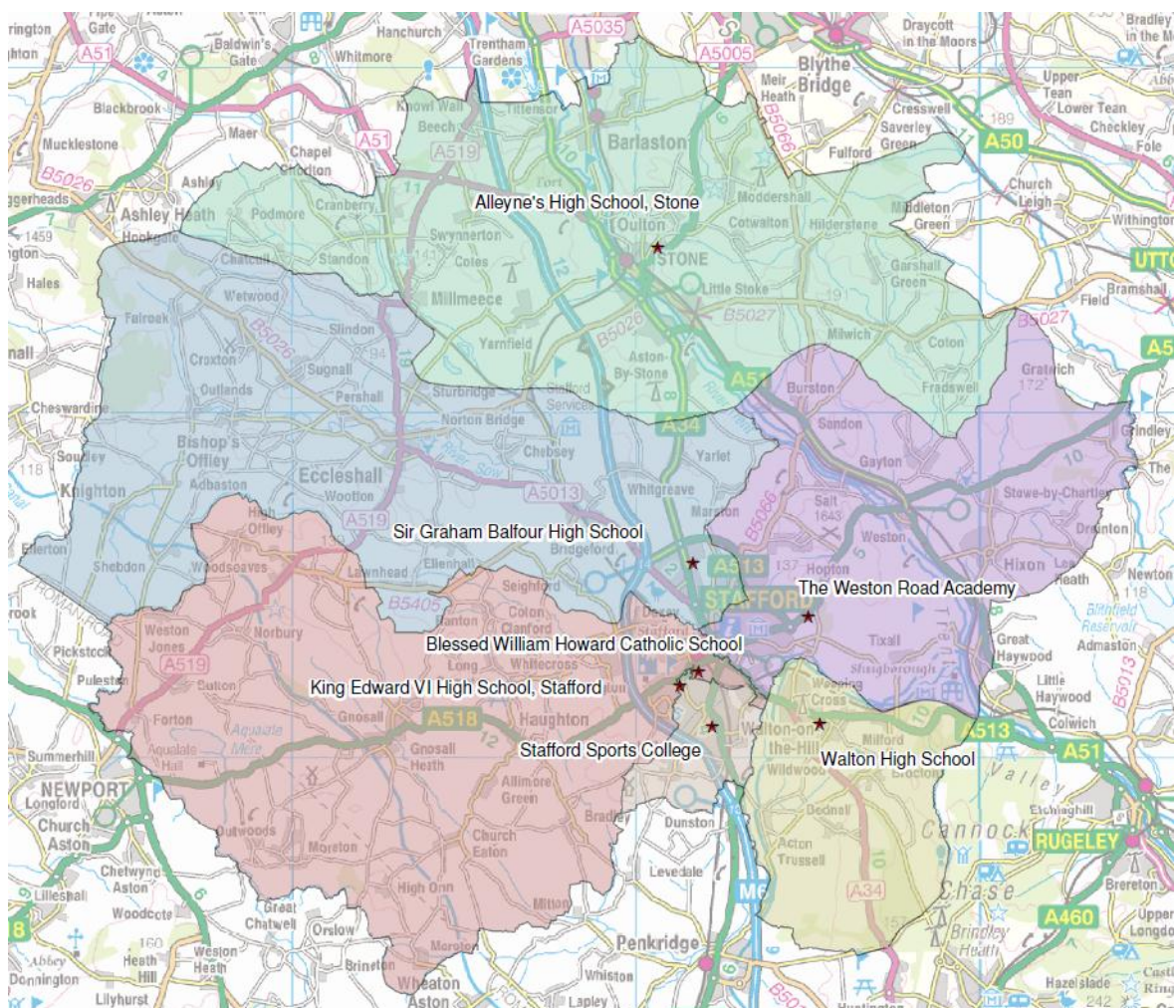
2.3.1 The current methodology for projecting pupil numbers groups primary schools into clusters based on the geographical location of the school, the catchment area boundary and the pupil demographics. The majority of schools are assigned to a cluster, with the exception of All Saints CE (VC) First School and Green Lea First School, which, due to their rural location and being within a self-contained area, have not been grouped with any other schools. It should be noted that, in addition, Meir Heath Primary, Fulford Primary and Springcroft Primary are grouped with 5 other schools in the Blythe Bridge cluster due to the pupil mobility in this area and so are not considered in this report. The Stafford Borough clusters are shown in Figure 1.

Figure 1 Primary School Clusters in Stafford Borough



- 2.3.2 Stafford Town operates as a two tier education system with primary and secondary schools whilst Stone operates as a three tier education system with first, middle and high schools, and therefore the clusters are also based on the tier of education.
- 2.3.3 Secondary schools are distributed differently, in fewer clusters, reflecting the larger catchment areas of each school. These are shown in Figure 2.

Figure 2 Secondary school clusters in Stafford



- 2.3.4 The methodology for projecting primary school aged children consists of producing an uptake factor based on the relationship between the number of births and the number of pupils starting in reception at school 5 years later. A historic uptake factor is calculated by taking a weighted average of the last four years actual uptakes from birth to reception intake. This factor is applied to the number of children born for the last 4 years to project the intake for the following 4 years. To project beyond the 4 year period this uptake is applied to the average number of births over the last 5 years. This produces a flat rate for the intake beyond the initial four year period. This is the baseline projection methodology which projects pupil numbers assuming no housing development.

- 2.3.5 Secondary school projections are calculated in a very similar way. Instead of using births to calculate the intake year, the number of pupils in the previous cohort is used. Secondary school projections are forecast for three clusters: Stafford North, Stafford South and Stone. As with the primary school projections, an uptake is calculated on each cohort and where a trend is identified and expected to continue this is utilised on the individual year group projections.
- 2.3.6 To incorporate the number of children likely to be generated from future housing developments a child yield is used. The child yield is based on research into the actual number of children generated by new housing, derived from the 2001 Census. This calculation of three pupils per year group per 100 houses is consistent with the formulas used by several other Local Authorities. However, SCC has undertaken a number of assessments on a range of completed developments across the County and child yields have been significantly higher than 3 pupils per year group per 100 new houses.
- 2.3.7 The accuracy of the current projections has been evaluated. This analysis has focused on primary school projections,² and the schools included in the clusters for data-related reasons. An analysis of secondary school projections and a comparison with primary school projections is presented in section 2.5.

2.4 Analysis of primary schools projections

Short Term Projections

- 2.4.1 In the short term, the resulting projections for primary school pupils show constant and accurate results overall, but with some small fluctuations between clusters. The results forecasted one and two years before have been compared with the actual numbers. These are presented in Table 2-2, Table 2-3 and Table 2-4. A negative difference shows an under-projection, and a positive figure an over-projection.
- 2.4.2 In the whole of Stafford Borough, there has only been between +0.6% and +1.2% difference between the actual pupil numbers and projections forecasted a year before. This only equates to an average of 1-2 pupils across the total number of pupils on roll at a school. Likewise, for the projections done 2 years before there was only a +1.6% difference from the actual pupil numbers which equates to only 3 pupils across the total number of pupils on roll at a school.

Table 2-2 Accuracy Analysis - Projections for September 2010 (Primary schools)

Projections for 2010	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stafford North	7	1788	1822	+34	+1.9%
Stafford South	6	1469	1452	-17	-1.2%
Stafford Town	9	1662	1715	+53	+3.2%
Stafford Sub-Total	22	4919	4989	+70	+1.4%
Stafford Rural 1	6	685	703	+18	+2.6%
Stafford Rural 2	5	601	624	+23	+3.8%
Stafford Total	33	6205	6316	+111	+1.8%
Stone Rural	2	128	134	+6	+4.7%
Stone Town	7	1076	1047	-29	-2.7%

² Primary school children from Stone Middle schools have not been included as they are not part of any primary school cluster. These are included in the revised projections and the capacity assessment of secondary schools later on.

Projections for 2010	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stone Total	9	1204	1181	-23	-1.9%
TOTAL	42	7409	7497	+88	+1.2%

Table 2-3 Accuracy Analysis – Projections for September 2011 (Primary schools)

Projections for 2011	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stafford North	7	1794	1850	+56	+3.1%
Stafford South	6	1482	1480	-2	-0.1%
Stafford Town	9	1711	1731	+20	+1.2%
Stafford Sub-Total	22	4987	5061	+74	+1.4%
Stafford Rural 1	6	716	696	-20	-2.8%
Stafford Rural 2	5	608	589	-19	-3.1%
Stafford Total	33	6311	6346	+35	+0.5%
Stone Rural	2	139	148	+9	+6.5%
Stone Town	7	1109	1113	+4	+0.4%
Stone Total	9	1248	1261	+13	+1.0%
TOTAL	42	7559	7607	+48	+0.6%

Table 2-4 Accuracy Analysis - Projections for September 2011 - 2 years before (Primary schools)

Projections for 2011	No. of Schools	Actual	Prediction 2 years before	Difference (Number)	Difference (%)
Stafford North	7	1794	1865	+71	+4.1%
Stafford South	6	1482	1472	-10	-0.7%
Stafford Town	9	1711	1788	+77	+4.5%
Stafford Sub-Total	22	4987	5125	+138	+2.7%
Stafford Rural 1	6	716	715	-1	-0.1%
Stafford Rural 2	5	608	611	+3	+0.5%
Stafford Total	33	6311	6451	+140	+2.2%
Stone Rural	2	139	157	+18	+12.9%
Stone Town	7	1109	1078	-31	-2.8%
Stone Total	9	1248	1235	+13	+1.0%
TOTAL	42	7559	7686	+127	+1.6%

Long Term

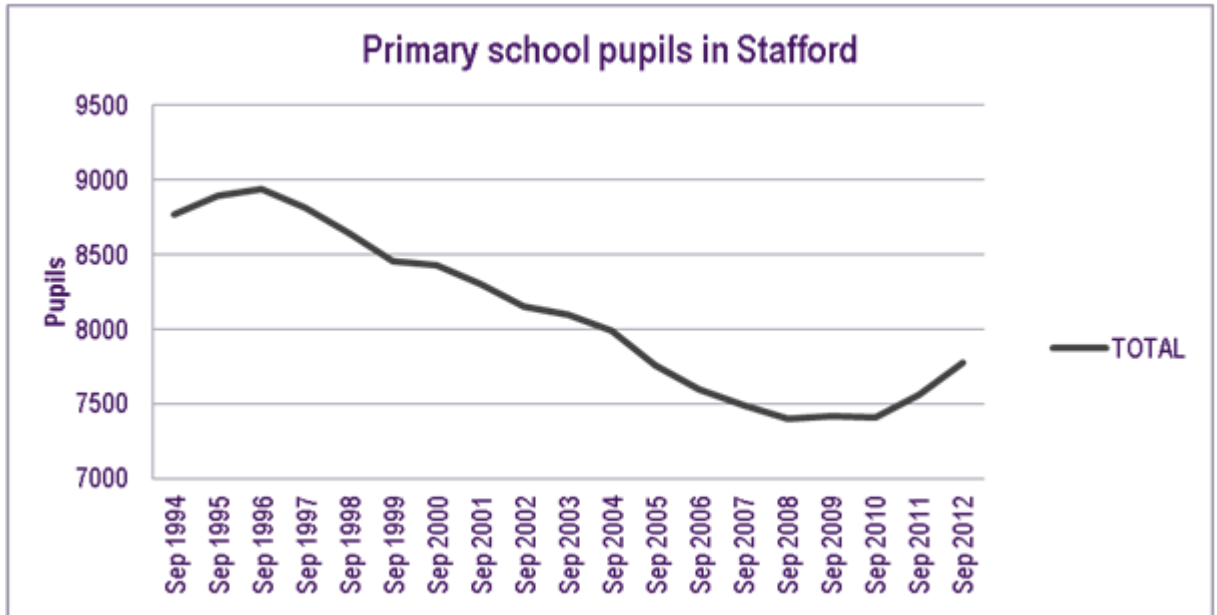
- 2.4.3 Since planning and delivering new school places takes several years, it is important to see how accurate the projections are. Looking at the evolution of the total number of school pupils since 1994 to 2011, there has been a significant decrease in the number of pupils in primary school across the 7 clusters in Stafford Borough, from 8764 to 7559. In total, there were 523 (-6%) less pupils (Table 2-5). However, it is worth noting that pupil numbers have experienced up to a 4% increase in urban areas, and a 2% increase overall between 2011 to 2012 from 7559 to 7698. SCC is projecting this increase to continue in line with the normal 25-30 year cycle of pupil numbers.

Table 2-5 Number of primary school pupils over time (SCC pupil data)

Number of primary school pupils over time	Stafford North	Stafford Rural 1	Stafford Rural 2	Stafford South	Stafford Town	Stone Town	Stone Rural	TOTAL
1994	2127	1047	631	1306	2317	1165	171	8764
2001	2058	929	646	1413	1966	1145	143	8300
2011	1794	716	608	1482	1711	1109	139	7559
2012	1849	723	621	1512	1774	1151	150	7698

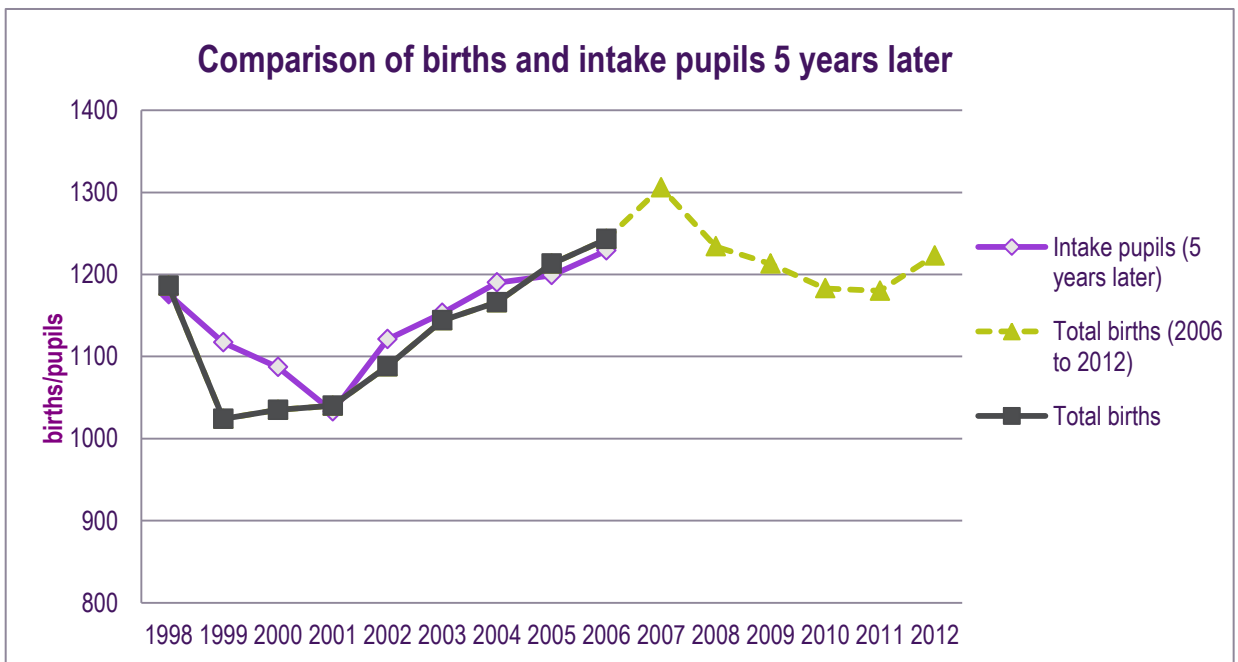
- 2.4.4 This is relatively consistent with the comparison of Census 2011 and 2001 population data by age. However it should be noted that the Census data includes all pupils living within Stafford Borough regardless of whether they attend schools included in this report. For example pupils attending private schools would be included in the Census data but not in the SCC pupil numbers. According to the Census data, there were 560 less children in the ages from 4 years to 11 years in 2011 compared to 2001, whilst the overall population in Stafford Borough increased from 120,654 to 130,869 (8% increase). This shows that population growth is not directly related to the number of children in primary school, due to the overall ageing of the population during this period. This demographic shift is of a significant increase in the population over 65 years old is forecast for the next two decades. However, the number of children born over this period has also increased in line with the normal 25-30 year cycle. The higher number of children born are starting to enter the education system at primary school phase and therefore school pupil numbers will increase further.
- 2.4.5 The trend that the number of primary school pupils has followed in the last 18 years is shown in Figure 3. There has been a clear downward trend, which appears to have been reversed since 2010 as the higher number of children born enter the education system.

Figure 3 Primary school pupils in Stafford since 1994



2.4.6 This trend has been closely related to the number of births in Stafford Borough, thus showing that births are a relatively good predictor of future school pupils. This is shown in Figure 4, where the horizontal axis indicates the year of birth. This is further evidence that the current methodology is highly accurate in the short term.

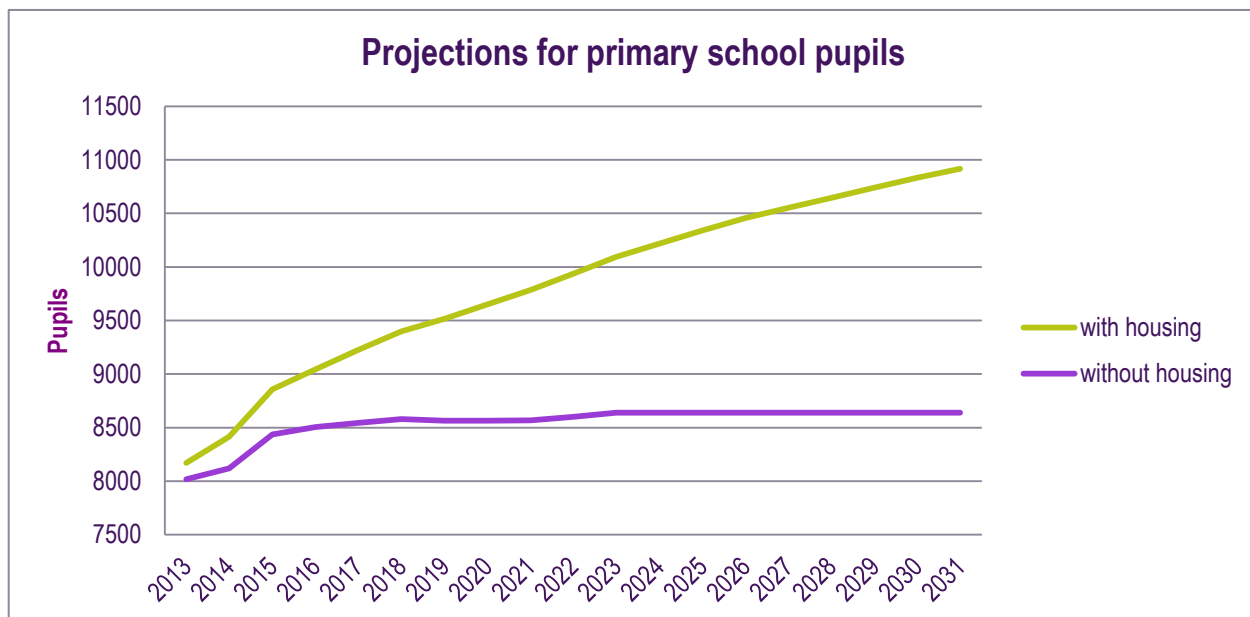
Figure 4 Births and Primary school children in year 0, 5 years later



2.4.7 Although the graph above shows an upward trend since 2001, the total number of births in Stafford Borough has actually stabilised since 2007, with an average of 1223 births in the last 5 years across the 7 primary school clusters (compared to 1306 births in 2007) over the previous 5 years. Births have increased from 2011 to 2012 breaking the trend of the last 5 years.

2.4.8 Looking at the projections without accounting for new developments, the current methodology produces very stable projections in the long run, thus barely forecasting any increase in numbers of primary school pupils in the long run (5% over a 13 year period, 10% with Borona). On the other hand, when new housing is accounted for, there is considerable increase in pupil numbers, which corresponds to an increase of 33.6% between 2013 and 2031, including Borona students. This is shown in Figure 5.

Figure 5 SCC Pupils projections in primary school clusters with and without new housing (with Borona)



2.5 Primary vs. Secondary School Projections

2.5.1 Pupil projections for secondary schools are divided into 3 areas, based on the clusters shown in section 2.2. These areas are Stafford North (containing The Weston Road Academy and Sir Graham Balfour High School), Stafford South (containing Stafford Sports College, Walton High School, King Edward VI High School and Blessed William Howard Catholic School) and Stone (containing Alleyne’s High School, Walton Priory Middle School and Christ Church Academy).

2.5.2 The results of the analysis of the primary school pupil projections have been compared to the secondary school pupil projections. With regards to accuracy, the projections for secondary school pupils are highly accurate in the short term, presenting slightly more accurate results at a cluster level than primary school projections. The accuracy of these results does not increase when the projections for each cluster are added. This is probably due to the size of the clusters, which contain more students compared to the primary school clusters. Table 2-6, Table 2-7 and Table 2-8 show the projections and a negative difference shows an under-projection, and a positive figure an over-projection.

Table 2-6 Accuracy Analysis - 2010 Projections (Secondary schools)

Projections for 2010 (Years 7-14)	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stafford North	2	1844	1887	+43	+2.3%
Stafford South	4	3476	3515	+39	+1.1%

Projections for 2010 (Years 7-14)	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stafford Total	6	5320	5402	+82	+1.5%
Stone	3	1381	1380 ³	-1	0%
TOTAL	9	6701	6782	+81	+1.2%

Table 2-7 Accuracy analysis - 2011 Projections (Secondary schools)

Projections for 2011	No. of Schools	Actual	Prediction 1 year before	Difference (Number)	Difference (%)
Stafford North	2	1788	1814	+26	+1.4%
Stafford South	4	3408	3416	+8	+0.2%
Stafford Total	6	5196	5230	+34	+0.6%
Stone	3	1353	1365	+12	+0.8%
TOTAL	9	6549	6595	+46	+0.7%

Table 2-8 Accuracy analysis - 2011 Projections 2 years before (Secondary schools)

Projections for 2011	No. of Schools	Actual	Prediction 2 years before	Difference (Number)	Difference (%)
Stafford North	2	1788	1854	+66	+3.6%
Stafford South	4	3408	3455	+47	+1.3%
Stafford Total	6	5196	5309	+113	+2.1%
Stone	3	1353	1372	+19	+1.4%
TOTAL	9	6549	6681	+132	+2.0%

- 2.5.3 From a long-term perspective, the number of students in secondary schools has also decreased between 1994 and 2012, although there was an upward trend from 1994 until 2001. This is shown in Table 2-9.

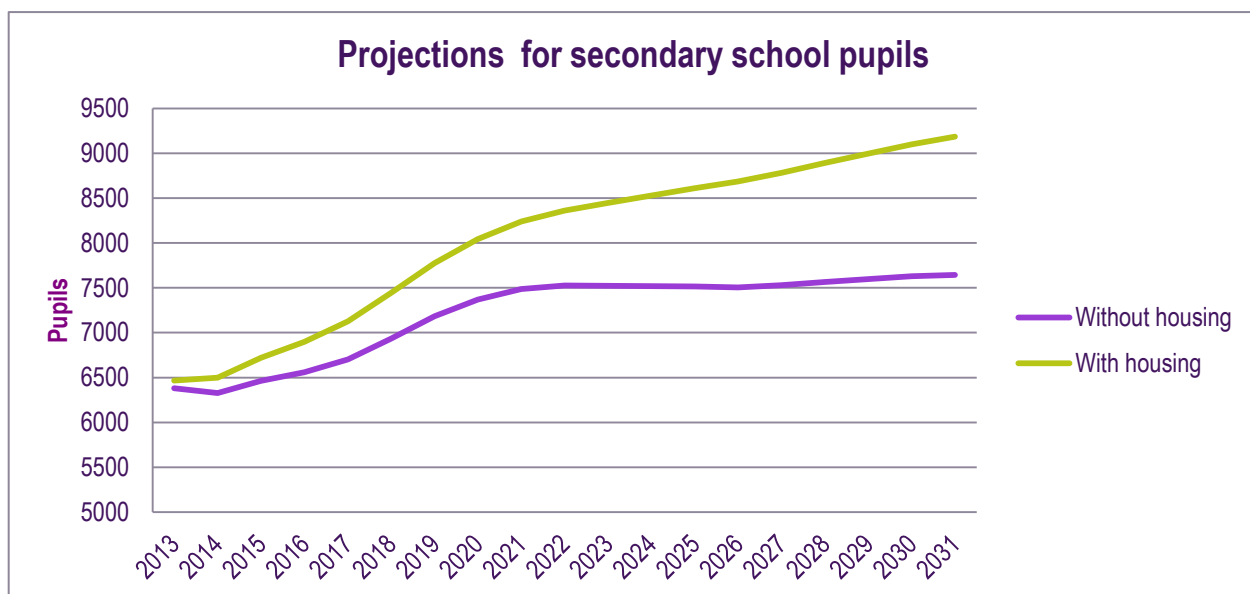
³ The figure for Stone includes students from year 7.

Table 2-9 Number of secondary school pupils over time (SCC pupil data)

Number of secondary school pupils over time	Stafford North	Stafford South	Stone	TOTAL
1994	1720	3914	1298	6932
2001	1855	3968	1523	7346
2011	1788	3408	1353	6549
2012	1791	3349	1321	6461

- 2.5.4 The graph of projections with and without housing up to 2031 shows how both projections of secondary school pupils follow a similar upward trend up to 2021 and then they divert from 2022 to 2031 due to the estimated constant rate of births utilised to project the primary school reception intakes.
- 2.5.5 Secondary school projections reflect the pattern of primary school projections with a time lag of 7 years. As a result, it takes more years for the forecasts to become constant, when no growth from housing is assumed. This is one of the characteristics of the present methodology.

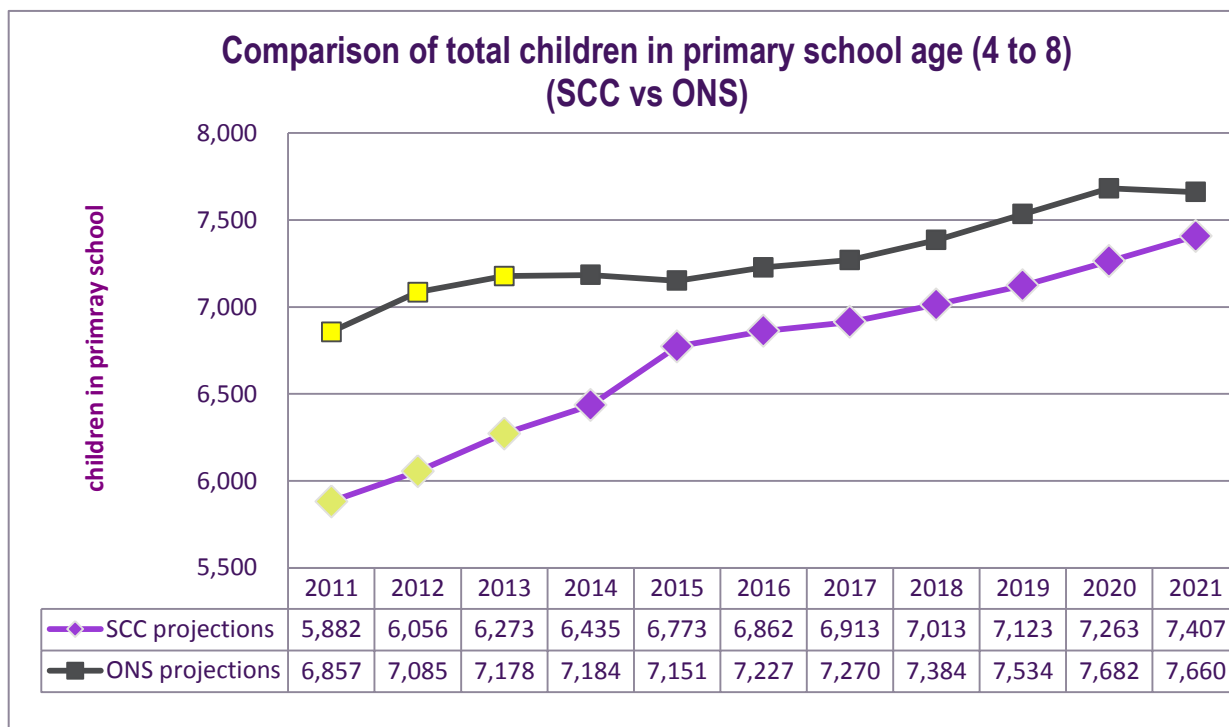
Figure 6 SCC pupil projections with and without housing for secondary schools (with Borona)



- 2.5.6 Between 2012 and 2031 the 'with housing' projections indicate a 35% growth in secondary school pupils compared to a 18% growth if housing is not included (in both cases accounting for new Borona students).
- 2.6 **Comparison of SCC and ONS projections**
- 2.6.1 The 2011 interim household projections published in 2012 provides the basis for estimating future housing needs in Stafford Borough based on ONS projections.

2.6.2 Therefore, the pupil forecasts produced by SCC need to be compared with the latest ONS projections. In Figure 7, the number of children of primary school age projected by the ONS⁴ over the next 20 years has been compared to the number of primary school children forecasted by SCC⁵. Actual pupil numbers are shown in yellow.

Figure 7 Comparison of SCC and ONS population projections (by age) – primary schools



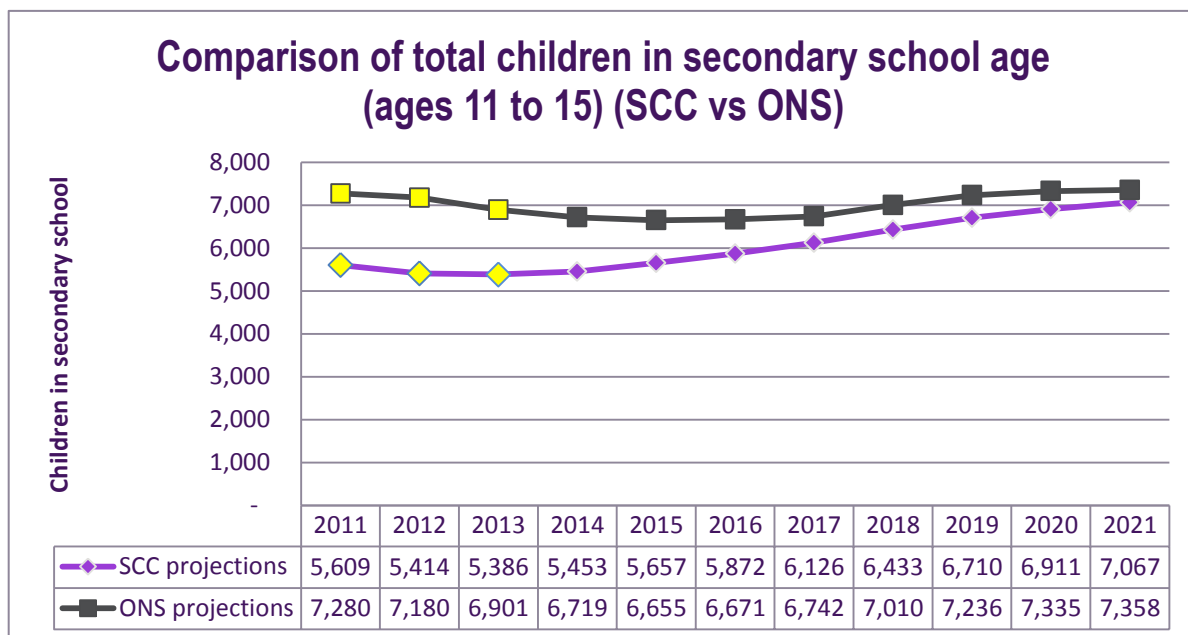
2.6.3 This figure shows that both projections follow similar trends, although SCC projections include Borona pupils entering the education system at 2015 which shows a step change when compared to the ONS projections. By comparing the trends in the two sets of projections from 2015 onwards there is very little differences in terms of trajectory between the two SCC projections forecast 9% growth from 2015 to 2021, whereas the ONS projections forecast a 7% growth through this period. Both projections indicate an increase in pupil numbers and therefore the requirement for additional school places. This indicates that current SCC forecasts represent an accurate reflection of future primary school pupil numbers.

2.6.4 This comparison has also been undertaken for secondary school pupils. In this case, projections for secondary school pupils up to year 14 have been compared to the ONS population projections. The results are presented in Figure 8. Actual pupil numbers are shown in yellow.

⁴ Interim 2011-based subnational population projections, persons by single year of age for local authorities in England -September 2012

⁵ The ages of 8 to 10 have been left out as there are some missing students not belonging to primary school clusters (Stone Middle school students) that could distort the comparison.

Figure 8 Comparison of SCC and ONS projections - secondary schools



2.6.5 This figure shows how both projections follow similar trends allowing for the fact that SCC projections include pupils from the Borona Programme from 2015 which is not taken into account through the ONS projections. For example in 2015 there is an additional 115 secondary aged children from Borona. While SCC projections forecast a 26% growth in secondary school pupils from 2011 until 2021, the ONS projections project a 1% growth in the population in the ages from 11 to 15 years.

2.7 Expected future developments

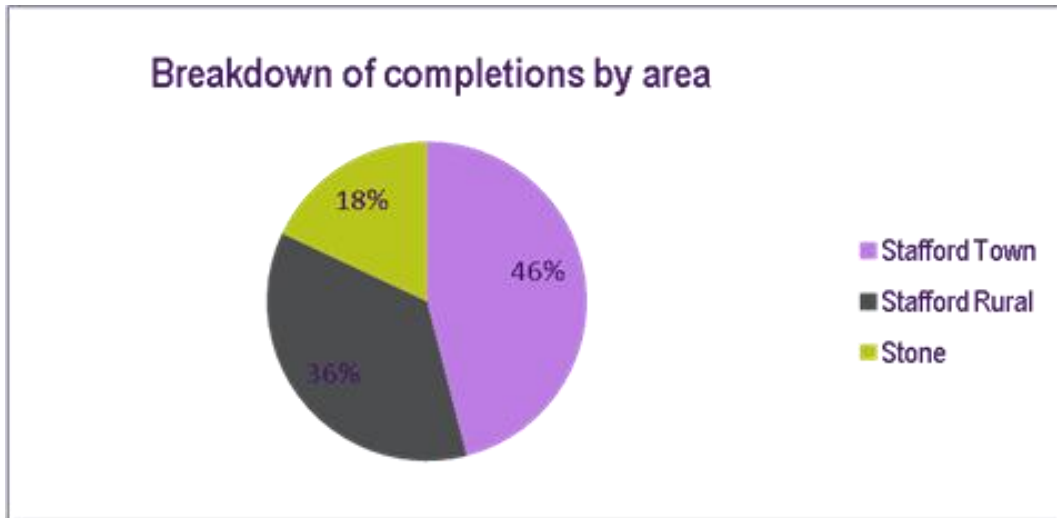
2.7.1 A comparison of expected future housing development with housing development in the past has been undertaken. This is presented in Table 2-10, which shows that the average annual number of new dwellings in the Plan (500) is only slightly higher than those achieved over the past decade

Table 2-10 Comparison of past and future expected new housing developments in Stafford

New housing developments in Stafford before and after 2012	Annual average number of housing completions in the last 11 years	Annual average number of housing completions in the last 5 years	Average expected number of developments up to 2031
Net additional dwellings	454	387	500

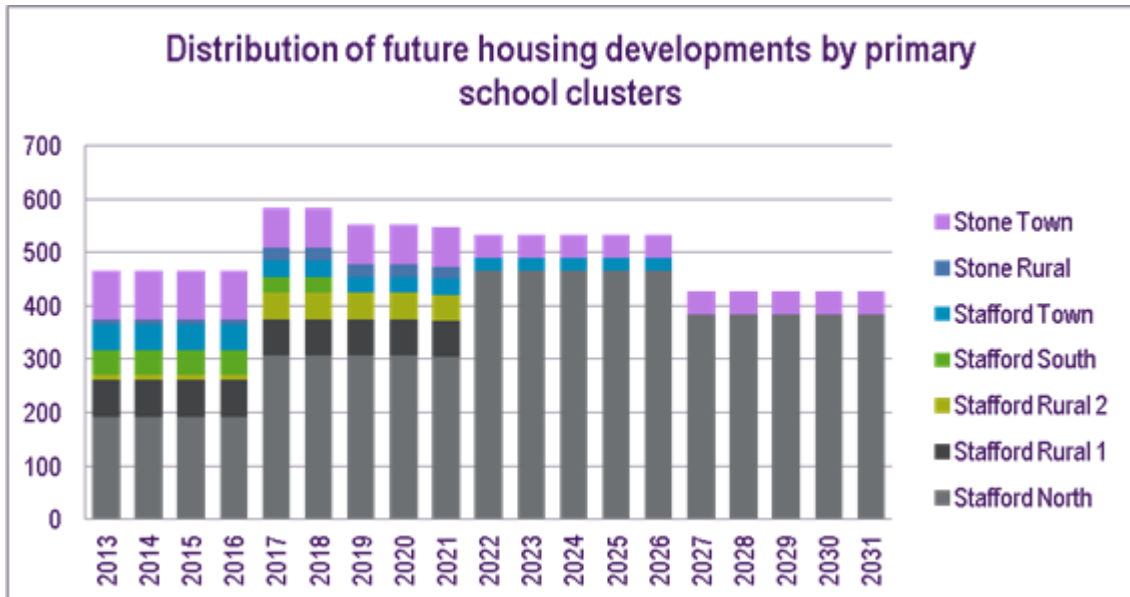
2.7.2 However, the spatial distribution of development provided for in the Plan for Stafford Borough is significantly different from that experienced in recent years. The Plan allocates 72% of all new housing to Stafford Town, 8% to Stone and 20% to Rural Areas. This represents a dramatic turnaround from historic dwelling completions which over the period 1996-2011 are illustrated in Figure 9. Over this period less than half of all completions have been in Stafford Town. The highest proportion achieved in Stafford Town was 65% in 2010-2011, however this coincided with one of the lowest overall annual completions rates (220 dwellings) in the past 15 years. Last year (2010/2011) Stafford town accounted for only 28% of the 425 residential completions in the Borough.

Figure 9 Breakdown of completions by area 1996-2009



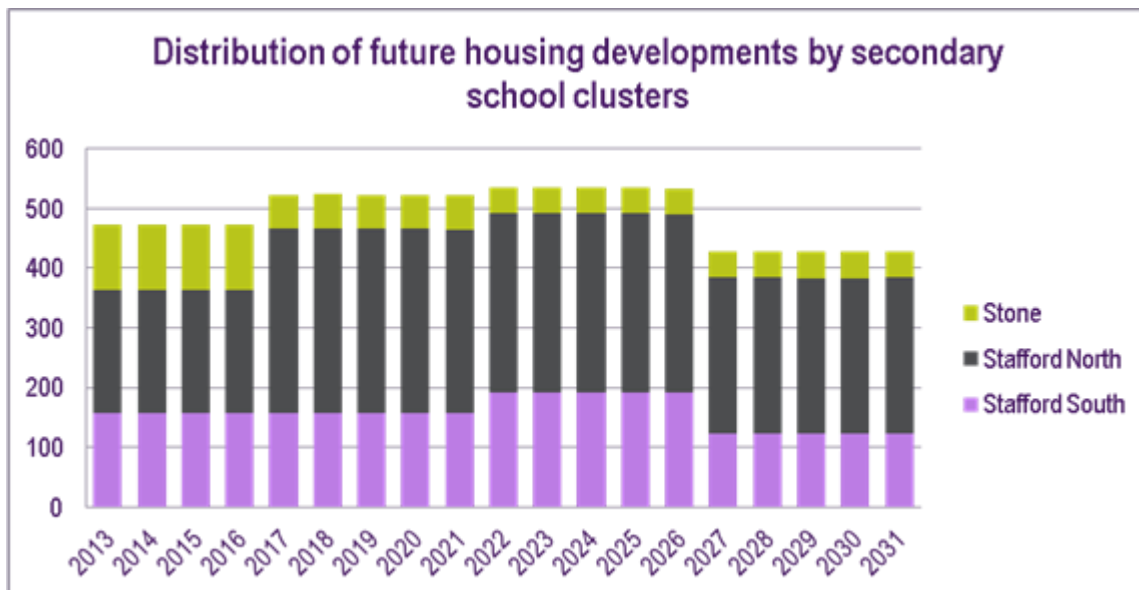
2.7.3 Future housing development assumptions are broken down further in Figure 10 below to individual clusters. According to the data shown in this graph, the average built rate across the 19 year period shown would be approximately 500 new dwellings per year.

Figure 10 Distribution of expected future developments (primary school clusters)



2.7.4 As for primary schools most of the new housing development is assumed to take place in Stafford North primary school cluster. The spatial breakdown of housing growth by secondary school cluster is shown in Figure 11.

Figure 11 Distribution of housing developments by secondary school clusters



2.7.5 As for secondary schools most of the new housing development is assumed to take place in Stafford North secondary school cluster. This distribution of new development across the clusters is relatively constant over the Plan period.

2.8 Capacity Assessment

2.8.1 A capacity assessment has been undertaken in order to identify future capacity shortages by cluster both for primary and secondary schools. In this assessment, the Published Admission Number (PAN) by school cohort and cluster is compared against the SCC forecasts. The results, in terms of classrooms per school cohort needed, (primary schools) and forms of entry needed (secondary school) by 5-year period are presented in Appendix A.

2.8.2 A summary table has been prepared to present the main conclusions from the net capacity assessment as well as potential solutions to tackle forecasted capacity shortages. A one Form of Entry (FE) at primary age equates to 7 general teaching classrooms, ancillary and specialist accommodation which could accommodate up to 210 primary aged children suitable to deliver the curriculum.

Table 2-11 Capacity Assessment Summary - primary school clusters

Summary	Capacity assessment	Possible Solutions
Stafford North	9 FE of provision (totalling 63 classrooms) needed in the long term	Additional 2 FE of provision in a new school(s) or expansion of existing schools to accommodate the growth in pupil numbers from the Borona Programme; and Additional 3FE of provision in new schools on the Stafford North SDL new development site; and Additional 2.5FE of provision in a new school on the Stafford West SDL new development site; and Expansion of existing schools by 1.5FE
Stafford Rural 1	On the assumption of equal distribution there is no capacity shortage in the long term.	Dependant on the distribution of housing across the Key Service Villages and the rural area.
Stafford Rural 2	On the assumption of equal distribution there is a small capacity shortage in the long term.	Possibility of accommodating new pupils without new classrooms. Solution dependant on the distribution of housing across the Key Service Villages and the rural area
Stafford South	1 FE of provision (totalling 7 classrooms) needed in the long term	1 FE of provision will be needed, which could potentially be through the expansion of existing schools.
Stafford Town	There is a small capacity shortage in the long term.	Additional school places through existing school expansion. This may require additional classrooms which, if necessary, will be delivered in partnership with individual schools
Stone Rural	This area could potentially run out of capacity and therefore may require additional provision	Solution dependant on the distribution of housing across the Key Service Villages and the rural area
Stone Town	1.5FE of provision (8 new classroom) in the long term, based on the three tier system at Stone of first, middle and high schools	Additional 1.5 FE of provision in a new school(s) or expansion of existing schools to accommodate the growth in pupil numbers.

2.8.3 A second summary table has been prepared for secondary schools clusters.

Table 2-12 Capacity Assessment Summary - secondary school clusters

Summary	Capacity assessment	Solution
Stafford North	7 FEs of provision needed in the long term	New 5-7FE school built out in phases or expansion of existing schools. First 2 forms needed in first 5-years via expansion
Stafford South	1 FE of provision in the long term	1 FE needed through expansion of existing schools
Stone Middle	2 FEs of provision needed in the long term	2 FE needed through expansion of existing schools
Stone High	1 FE of provision needed in the long term	1 FE needed through expansion of the existing school

3. Costing and Funding

3.1 Introduction

- 3.1.1 This section of the report identifies the indicative capital costs associated with the provision of additional school places, which are forecast to be required over the Plan period (as set out in the previous chapter).
- 3.1.2 This is followed by a review of available funding sources. Particular attention is given to the role of developer contributions (via s106 agreements and / or Community Infrastructure Levy) to address the shortfall of school places as a result of housing development.

3.2 Costs of Provision

- 3.2.1 The following build cost assumptions (excluding cost of land) for primary schools were provided by Staffordshire County Council (SCC) to Stafford Borough Council (SBC) in March 2012.

Table 3-1 Cost Assumptions - Primary schools

Size of primary school – FE	Cost estimate	Size of site
1 FE (210 places + nursery provision)	£3,840,000	11,240m ²
1½ FE (315 places + nursery provision)	£5,150,000	15,611m ²
2 FE (420 places + nursery provision)	£6,460,000	19,981m ²
2½ FE (525 places + nursery provision)	£7,920,000	24,345m ²
3 FE (630 places + nursery provision)	£9,220,000	28,741m ²

(Source: Letter from SCC to A Yendole, SBC -28 March 2012)

- 3.2.2 As an indication the figures above have been used for the anticipated construction costs of a new school, excluding all other costs associated with a new school, but where a local primary school can be expanded sufficiently, without any other ancillary accommodation, this cost may be lower.
- 3.2.3 The Government's current most recent assumptions on capital costs of provision for school places are based upon Department of Education (DfE) examples of ceiling funding levels (outside London) for Targeted Basic Needs (March, 2013).⁶ The indicative funding levels upon which Targeted Basic Need (TBN) grants will be made are significantly below the previous DfE cost multipliers. These latest indicative capital funding allocations reflect the conclusions of the James Report,⁷ and are based on the Education Funding Agencies Contractor's Framework Rates assuming baseline designs, which are being used in the Priority School Building Programme. The funding is expected to cover the building, site costs, abnormals, professional fees, fixtures, fittings, equipment, ICT infrastructure and ICT hardware.

⁶ Targeted Basic Needs Programme: Information on Conditions of Funding and Making an Application

⁷ The James Review of Capital Investment in Schools (2011) recommended much greater use of standardised modular design to reduce costs.

- 3.2.4 The TBN provides ceiling funding for a 2 Form Entry (FE) outside London of £3,699,415. This is significantly less than the equivalent cost assumption employed by SCC (£6,460,000), and the Cost Multipliers previously quoted by DfE and currently used by SCC to calculate developer contributions where a local primary school can be extended. (Application of the relevant DfE cost multiplier would result in a classroom cost of £633,020 for 2 forms of entry, 420 primary school places on the basis of expansion).
- 3.2.5 Based on a pupil count of 420, the assumed cost of a primary school place therefore varies from £8,810 (DfE, TBN, 2013) to £15,380 (SCC).
- 3.2.6 The forecasted costs of future primary school provision, based on the net capacity assessment undertaken (see summary tables in section 2.8) are presented in Table 3-2. These costs are based on the cost of provision required as demonstrated in tables 2-11 and 2-12, taking into consideration the cost of providing new schools and expanding schools. This cost covers ancillary space and therefore may be lower if this space is required for existing school expansions.

Table 3-2 Indicative Costs of Provision of anticipated primary school

Cluster	Cost Base	2012-2016	2017-2021	2022-2026	2027-2031	Total
Stafford North	SCC	£9,220,000	£6,460,000	£7,920,000	£3,480,000	£27,080,000
Stafford South	SCC	£3,840,000	£0	£0	£0	£3,840,000
Stafford Town	SCC	To be determined based on final distribution of rural dwellings				
Stafford Rural 1	SCC	To be determined based on final distribution of rural dwellings				
Stafford Rural 2	SCC	To be determined based on final distribution of rural dwellings				
Stone Town	SCC	£5,150,000	£0	£0	£0	£5,150,000
Stone Rural	SCC					
Total	SCC	£18,210,000	£6,460,000	£7,920,000	£3,480,000	£36,070,000

Secondary Schools

- 3.2.7 For secondary schools SCC advise that the cost of providing a new 5FE secondary school would be in the region of £20million excluding land costs. In addition SCC advise that the cost of land acquisition could be up to £500,000 per acre (net developable area for housing) for school uses, where it is not provided free to SCC by the developer through a planning obligation.
- 3.2.8 Therefore it is assumed the capital cost of a 1FE would be £4m, £6m with land costs. The Government's most recent assumptions assume a funding level of £12.665m for a 7 Form Entry, which equates to £1.81m for 1FE. Again less than 50% of the assumed cost.

- 3.2.9 Table 3-3 presents the forecasted cost of future secondary school provision based on the capacity assessment summarised in section 2.8, based on the cost of £4m per FE plus potential land cost of £2m per FE (£1.8m in TBN costs).

Table 3-3 Indicative Costs of Provision of anticipated secondary school (Forms of Entry)

Cluster	Cost Base	2012-2016	2017-2021	2022-2026	2027-2031	Total
Stafford North	SCC	£10,068,220		£30,000,000		£40,068,220
Stafford South	SCC		£5,034,110			£5,034,110
Stone Middle	SCC		£10,068,220			£10,068,220
Stone High	SCC		£5,034,110			£5,034,110
Total	SCC	£10,068,220	£20,136,440	£30,000,000	£0	£60,204,660

- 3.2.10 Cost will be driven by a number of factors including school design and method of procurement. Consequently any figures provided can only be estimates at this stage. Nevertheless the TBN guidance states that the local education authority will be responsible for costs which exceed the EFA's Contractor's Framework Rates upon which the TBN funding ceilings are based in relation to targeted basic need projection.

3.3 Government Funding for Schools

- 3.3.1 In the decade prior to 2010 schools capital programmes were mainly focused on refurbishing existing schools through the ambitious "Building Schools for the Future" PFI programme, which hit peak capital spending of £2.27 billion (bn) in 2010/11. In addition some new academies were built but these were very much exceptional flagships, directly funded by Department for Education and often expensively-designed projects by high profile architects. During this period the school funding system was based on the assumption of declining population and falling school rolls, nationally.
- 3.3.2 Money to fund new places was provided through the Devolved Formula Grant - which rose from £680m (2003/4) to £1.6bn (2009/10) but was meant to cover other expenditure as well - and from the Basic Need grant which rose from £180m (2003/4) to £420m (2009/10).
- 3.3.3 The incoming Coalition Government scrapped Building Schools for the Future in 2010 (although committed capital expenditure under the programme still continues). It also switched the funding emphasis for new school places from Devolved Formula Grant (now only £200m per annum) to Basic Need (now £1.3bn pa).
- 3.3.4 Education authorities can and do allocate Basic Need funding to existing academies in order to increase the number of school places. However, where the education authority decides that a new school is required, there is an obligation to hold a competition to select a body to operate the academy. Funding can then be routed through Basic Need grant. This approach has also been used in the new Targeted Basic Need programme discussed below.
- 3.3.5 There is also an allocation of £200m per annum (pa) for the creation of Free Schools, which are parent-led independent schools. However, this programme is not specifically targeted at areas of population growth or schools shortage, and most Free Schools are based in existing buildings. Given that it depends on a critical mass of committed parents in the locality it is unlikely to be a mechanism for providing a new school in an area of new development.

Basic Need Grant

- 3.3.6 An education authority's Basic Need grant is allocated following submission of an annual return to DfE in relation to future school places incorporating pupil projections. Funding may be allocated for a period of 3, 2 or even 1 year.
- 3.3.7 However, as set out in the recent National Audit Office (NAO, 2013) report⁸, in the period 2007-13 DfE has used four different methodologies to determine Basic Need grant.
- 3.3.8 At national level, the assumptions about pupil numbers, overall cost of provision and the amount to be funded by Department for Education (DfE) have all varied, independently of each other, during 2010-13.
- The Department, in its Spending Review (SR) 2010 bid, started off assuming a total cost of £5bn for the 324,000 extra places of which it would contribute £4bn.
 - After the SR settlement, it reduced its proposed contribution to £3.2bn.
 - Then in 2011 DfE reduced the estimated total cost to £4.7bn and later increased its proposed contribution to £3.7bn as it found departmental savings.
 - Still later in 2011 the Treasury allocated a further £600m funding.
- 3.3.9 These changes meant that the Basic Need amount per pupil place fluctuated wildly from £12,345 per pupil place in 2010, down to £9,875 in early 2011 and back up to £13,780 in 2013. (These figures do not take into account a further £982m funding announced by the Treasury in autumn 2012 for Targeted Basic Needs funding).
- 3.3.10 In 2012-13, the actual education authority contribution to new school places was around 34% of cost. The most common sources of this funding were s106 contributions (used by 74% of those surveyed), a raid on the schools capital maintenance budget (64%) or cross funding from other education funding programmes (43%). Other sources included prudential borrowing, capital reserves and asset sales but these were only used by a relatively small minority of education authorities.

Targeted Basic Need

- 3.3.11 Targeted Basic Need is a top up to the Basic Need programme, primarily aimed at authorities under greatest pressure. The NAO based its analysis on an assumption that authorities needed 5% surplus places to be able to offer some degree of parental choice. The new programme offers funding for construction, fit out and furniture at rates based on analysis of recent contractors' prices and is available to expand existing schools or to provide new schools - which must be academies and for which the local authority must provide a site. Although the offer of 100% funding against DfE benchmark costs' is an improvement on the original methodology, it is subject to local authorities being able to show why they are unable to contribute funds from other sources (including, for example, developer contributions). The programme only runs for two years until the next spending review.

Longer Term Funding

- 3.3.12 Most recently in the Spending Review 2013 the Government sets out a long term commitment to invest more than £21 billion over the next Parliament. It is claimed this includes enough funding to build over 275,000 new primary school places and 245,000 new secondary school places to keep up with demographic demands. It should also be noted that the time-lag between funding allocation and spending means that some extra places provided in 2013-15 will be funded from pre-2010 allocations.

⁸ National Audit Office "Capital Funding for New School Places" (13 March 2013).

- 3.3.13 According to the NAO report (2013) the cost of providing extra places had been worked out by DfE using a range of assumptions that are not evidence-based. The following points are relevant:
- The £1bn DfE assumed education authorities would contribute towards the construction cost (to cover the cost of fit-out and furniture) equates to 20% of the overall £5bn cost. There is no evidence to justify the £1bn figure and the department's own implied assumption about the percentage of cost to be funded by local authorities began at 20% in the Spending Review bid, rose to 36% and fell again to 9%.
 - In 2011, it reduced the overall cost from £5bn to £4.7bn simply by assuming that 85% of places would be extensions to existing schools instead of 75%.
 - The costs assume that all land is provided free, including for new schools.

Distribution of Funding

- 3.3.14 In March 2013, the Secretary of State for Education announced the methodology for distributing the remaining £1.6bn Basic Need funding for 2013-15, saying:

Over the past 12 months, we have worked with local authorities to ensure that funding is distributed more fairly across the country. Local authorities told us that funding should be allocated based solely on projected shortfalls between the places available and the places required within the smaller planning areas that they use when assessing the need for new school places. They also said that funding should be confirmed for at least two years in order to aid better planning.

We redesigned the annual school capacity survey, which local authorities submit to the Department each year, to ensure that, for the first time, we have detailed information about the pressure points within individual authority areas.

As a result of these changes, the distribution of funding to local authorities for additional school places should be fairer, more accurate and better value for money. Some local authorities will see their funding go up, while others will see funding levels go down. This reflects changes in the number of new school places required in different areas of the country as well as the use of more detailed data and it is right that money is allocated where it is needed.

- 3.3.15 The medium term outlook for Basic Need – up to the end of the next Spending Period - is relatively healthy. It has been increased to reflect the short to medium term pressures on school places but this is likely to continue to be channelled towards the authorities under most pressure. In turn this will probably place most authorities under more funding pressure. Sooner or later the available expansion land on existing sites will be exhausted and it will be impossible to divert capital maintenance spending towards new build indefinitely. There is therefore some risk that a funding shortfall for new school places persists.

3.4 Developers and Developer Contributions for New School Places

National Policy and Practice

- 3.4.1 Prior to 1997, in a subdued housing market and with falling school rolls, there had been relatively little use of developer contributions (called s106 agreements after the section of the Town and Country Planning Act 1990 that enables them) towards new school places except in the rare circumstances where a new school was needed to service a new development. Indeed, following the Nolan report on public standards there was such concern over inappropriate use of s106 agreements that a new ministerial circular 1/97 was published making s106 contributions subject to strict necessity tests.

- 3.4.2 After 1997 the housing market began to heat up and land prices rose sharply, driven in part by a shortage of new housing. The Government began to encourage local authorities to use s106 agreements much more widely. The Barker Review of Housing (2003) advocated the introduction of a new tax on housing land and, as an interim measure, a new Circular 5/05 was published governing section 106 agreements. This kept the strict necessity tests but encouraged the use of standard local authority tariffs for all development. So, many education authorities began to demand contributions from every development.
- 3.4.3 Support for this approach went into reverse after 2008 for two reasons. First, the economic crisis led to a rapid fall in land values and developers could no longer afford the contributions. Secondly, the Government introduced legislation for the Community Infrastructure Levy (CIL) in the 2008 Planning Act. CIL is intended to be a compulsory tariff on all development and, in consequence, section (s) 106 obligations were scaled back to cover only matters relating to the particular development. This was achieved by making the necessity tests in the ministerial circulars a matter of legal compulsion rather than ministerial guidance. The three tests for a s106 obligation are now set out in Regulation 122 of the 2010 CIL Regulations which says:
- (2) A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is—*
- (a) necessary to make the development acceptable in planning terms;*
(b) directly related to the development; and
(c) fairly and reasonably related in scale and kind to the development.
- 3.4.4 After 2008, developers started challenging requests for education contributions much more strongly, usually on the grounds that the education authority had failed to prove a link between the development and the need for new school places. This was a particular obstacle with secondary schools which draw from a wider catchment.
- 3.4.5 From 2010 the incoming Government introduced a much more developer-friendly regime, encouraging developers to renegotiate s106 obligations downwards, stating in the National Planning Policy Framework that:
- “Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.”*
- 3.4.6 While the Government still views CIL as a valuable tool to raise money and overcome local opposition to development, it is also clear that it will not allow CIL to be set at a level that threatens development. Moreover, the Home Builders Federation, the trade organisation for the major house builders, has employed a firm of development consultants to challenge every local authority CIL at examination to ensure it is not too high.
- 3.4.7 There are some essential differences between s106 obligations and CIL that it is important to grasp:
- S106 payments must pass the necessity tests and must be spent on the infrastructure for which they were obtained.

- CIL payments are not linked to the impact of the particular development and may be spent on a wide range of infrastructure.
- S106 payments are negotiable as to time and amount. CIL payments are fixed in amount and payable at the start of (each phase of) development.

- 3.4.8 This has practical implications for education funding. Where a new school is involved – especially a primary school - developers will normally see it as a marketing attraction or even essential to the development. Developers usually prefer to proceed by way of s106 obligations because they can ensure that the school is actually delivered to an agreed timescale. They can also offset the obligation to fund a school against other obligations. There is also an established contractual route towards providing a school site within a development. In contrast, CIL offers no certainty of delivery. While there is provision for a developer to offer a school site in lieu of contributions, there is no provision to ensure that the education authority builds the school on the site in time to meet the developer's aspirations. Moreover, CIL is a fixed amount that may not be enough to cover the cost of a school.
- 3.4.9 Where the objective is to provide extra places at existing schools – especially a secondary school - developers will usually dispute the necessity to provide the places. There is now a limitation that after CIL is introduced no more than five s106 obligations can be made towards the same piece of infrastructure⁹. This makes it difficult, if not impossible, to collect contributions from several different developments, so CIL has to be used. However, with CIL it is not possible to earmark a fixed level of contributions towards a particular school development or even to school developments as a whole. Instead, the charging authority sets a fixed level of CIL to cover all infrastructure. It then identifies the entire infrastructure towards which the CIL will or may be applied in a list, which it can vary from time to time. It is assumed that the cost of funding the entire infrastructure on the list is much greater than the amount CIL can raise.

Staffordshire and Stafford Borough

- 3.4.10 The Staffordshire Education Planning Obligations Policy (SEPOP) was introduced in 2003, in accordance with the policy drivers outlined in the previous section. It was reviewed on several occasions, the last in 2009, to reflect the changes in DCSF cost multipliers but otherwise is broadly unchanged. It says:

Resource Directorate staff will identify and obtain planning applications from District Councils for those developments likely to result in a requirement for a contribution and advise other Directorates as appropriate. To be considered, a development must fall within one of the thresholds. The thresholds are a residential development of 7 or more dwellings, or a site of greater than 0.2 hectares. The Corporate Director (Children and Lifelong Learning) considers how many additional pupil places the development will add and what effects this will have on accommodation in the schools where children from the development will be expected to attend. Local spare capacity in existing schools will be taken into account and may reduce or even avoid the need for contributions. Developers will be expected to contribute financially towards any shortfall in places that are directly related to the development.

Where the development is of sufficient size to exceed the capacity of the existing provision the County Council reserves the right to require the construction of a completely new school and the acquisition of the land, access and relevant services.

⁹ The Government is currently consulting on an extension to the date when the s106 pooling limitation will be mandatory from April 2014 to April 2015, where a planning authority has not introduced a CIL levy.

- 3.4.11 It is apparent that the policy reflects the necessity test and that SCC has not sought to introduce a tariff approach across all development. As such it remains a valid approach in the current legislative and policy context. It does, however, adopt the old DCSF cost multipliers, which future DfE funding allocations do not reflect.

Table 3-4 DfE Cost Multipliers used in SCC Education Planning Obligations Policy

The cost multipliers to be used from March 2009 are as follows:

Phase of Education	Cost multiplier per pupil including weighting
Early Years/Nursery, First and Primary (including infant and junior schools)	£11,031
Middle	£13,827
Secondary and High	£16,622
Sixth Form	£18,027

- 3.4.12 According to a published report (SCC Economic Prosperity and Sustainable Communities Scrutiny and Performance Panel, Scrutiny Member Working Group: Section 106 Agreements: Final Report August 2007) in 2005/6 the policy raised a total of £2,384,323.80 across the whole of Staffordshire.

3.5 Costing & Funding Recommendations

- 3.5.1 Prior to the introduction of CIL in Stafford Borough, a strong case can still be made for the continued levying of s106 contributions on the basis set out in the SEPOP (2009 Review). Indeed the Government's most recent Local Authorities School Capacity Collection forms separately records school places provided for by s106 contributions. However, in order to ensure that this is as robust as possible, in face of any developer challenges, it is recommended that the cost multipliers are reviewed to ensure that they are brought into line with the Government's revised cost benchmarks for school construction costs. However it should be noted that the actual education contribution costs could be up to 34% higher than the Government's revised costs benchmarks. Alternatively, it may be more robust to replace the standard cost multipliers with a case by case assessment of the additional cost incurred over and above Government Funding assumptions and use this as the basis for negotiating s106 contributions towards education.
- 3.5.2 Following the introduction of CIL in Stafford Borough, where the need is for expansion of existing schools, CIL will be the most appropriate mechanism for raising any significant contributions towards education. Without pre-empting final decisions on the level of CIL to be charged, the last viability assessment for affordable housing modelled CIL at nil £5,000 per unit and £12,000 per unit. The use of CIL receipts would be at the discretion of the local planning authority in accordance with its published list of eligible expenditure. CIL would appear to be the most flexible mechanism for securing developer contributions towards school provision from smaller infill and rural housing sites.
- 3.5.3 In contrast, on the Strategic Development Locations in Stafford Town, for the reasons set out in the Stafford Borough Infrastructure Study, the use of negotiated s106 agreements will provide much greater certainty of funding and timing of delivery for new education provision. Other developments outside of the Strategic Development Locations will also need to contribute to new education provision.

- 3.5.4 Where the need is for a new school, the key role of developer contributions will be to provide the site and build the new school. There is agreement, in principle with the promoters of both the Northern and Western SDLs that new primary school provision will be provided on each site. Both also accept the need for additional secondary school capacity. However, neither is yet committed to on-site secondary provision. The identification of a suitable site for additional secondary provision, and the funding of site acquisition, will be the biggest challenge to meet anticipated future demand. Unless, a Council or developer owned site can be secured for this purpose there is no obvious public funding source to acquire the necessary land.
- 3.5.5 In summary, it is evident that the future funding of school places in Stafford Borough will require a mix of Government funding and developer contributions. The latter will be essential to cover the costs of providing new pupil places for housing development. The DfE cost assumption that 85% of school places will be provided through extensions to existing schools will not be realistic for Stafford Borough due to the significant scale and spatial distribution of new housing development. In the County Town of Stafford a considerably higher percentage of primary school places will need to be provided in new schools. The cost implications of providing new schools, as set out previously, provides an evidenced justification for developer contributions equivalent to the cost of building a new school.
- 3.5.6 To this end it is recommended that the County Council urgently updates its Developer Contributions policy to reflect the multiple changes in Education Funding and Costing which have taken place since 2010, in order to provide a demonstrable case for future s106 contributions towards school places. The evidence base should distinguish between the contributions sought for new provision and expansions to existing schools.
- 3.5.7 The majority of education authorities are still using a traditional approach towards developer contributions with only minor updating of policies. The evidence supporting the Government's cost / funding assumptions for new schools is quite slim and may need adjustment, so, while it is important to establish the principle that developer contributions will be sought to cover the cost of mitigating the impact of new housing development, which may vary significantly by location and over time. SCC's approach therefore needs to be sufficiently flexible so as to respond quickly to changes in national policy.

4. Conclusions

- 4.1.1 The available data and methodology to forecast primary and secondary school pupils in Stafford Borough by school cluster has been analysed in Section 2. This data has also been compared to national statistics forecasts. From this data and methodology review, the following conclusions can be drawn.
- 4.1.2 The current methodology employed by SCC produces highly accurate results, as shown in the comparison of SCC forecasts and ONS population projections. Both sets of projections show that there is a need for new education provision and / or new schools. The significant long term growth in pupils forecasted by SCC's methodology stems from the application of a child yield to new developments, since projections that do not account for housing produce very stable forecasts in the long term, only forecasting 5% growth in the case of primary school pupils. Projections need to be monitored and methodologies reviewed regularly to ensure that demographic changes are taken into account over the Plan period to 2031.
- 4.1.3 In terms of additional capacity required over the plan period the assessment suggests the following additional provision will be required as the majority of new housing development is focused on Strategic Development Locations at the County Town of Stafford:
- New primary schools to cater for demand associated with Borona and the Eastern expansion together, that will require a combination of expansion of existing schools and the provision of a new 1-2FE primary school on a site to be acquired by the County.
 - Demand from primary school places arising from the Northern and Western Strategic Development Location (SDLs) is expected to be met through the provision of new schools within the proposed developments, including both the school building and associated land.
 - To cater for demand associated with the Stone Strategic Development Location and infill sites will require either expansion of existing schools and / or the provision of a new 1-1.5FE primary school
 - Demand arising for primary provision elsewhere in the Borough will need to be met through developer contributions to the extension of existing schools.
 - A new secondary school will be needed in the long term due to new housing developments and each development will need to contribute to this cost. However SCC need to consider how to provide additional secondary school provision until the new school is built. .
 - From 2019 the forecasts suggest additional capacity arising primarily through development on the SDLs will be required equivalent to 2FE rising to 7FE by 2030. This requirement for a phased increase in capacity may best be accommodated through the development of a combined primary / secondary facility until such time as the demand for secondary education warrants the provision of separate schools.
- 4.1.4 Assumptions about Government Funding for schools are changing, with the clear assumptions that the capital cost of new provision will be driven down through standard designs and efficient procurement. However, in the short to medium term recent experience suggests that costs of provision in Stafford Borough will be higher than the Government's latest ceiling funding levels.
- 4.1.5 Where developer contributions through s106 are sought SCC will need to provide clear and defensible justification of the cost.
- 4.1.6 CIL would appear to be the most flexible mechanism for securing developer contributions towards school provision from smaller infill and rural housing sites. However this will be reliant on the collecting authority releasing the funds to Staffordshire County Council.

Appendix A. Capacity assessment

Primary schools

- 4.1.7 A capacity assessment, in order to identify whether Stafford Borough will be able to cope with the number of pupils currently forecast has been undertaken based on Pupil Admission Numbers (PAN) for each cluster. The capacity assessment has been undertaken for the SCC projections for each school year, in each cluster, for primary school students, as the majority of pupils are expected to need 9 a place in a local school within the cluster that they live in. Borona students have been included in Stafford North.
- 4.1.8 The results are presented in the following tables indicating the additional classrooms needed per school cohort for each 5-year period. This shows the capacity (PAN) minus the forecasts and therefore negative numbers indicate a capacity shortage.
- 4.1.9 The results for Stafford North are presented in Table 4-1, which includes the Borona Programme, based on a total PAN of 300. This shows an imminent lack of capacity.. This cluster will need 9 FE of provision (63 new classrooms), to be delivered in stages over the Plan period to cater for new housing developments and the Borona Programme..

Table 4-1 Capacity assessment - Stafford North

Stafford North	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Additional Classrooms per year group per 5-year period needed (cumulative)
2012	2	5	11	41	41	67	85	2
2013	4	-4	-1	5	35	35	61	
2014	-8	-2	-10	-7	-1	29	29	
2015	-70	-78	-61	-66	-28	-36	1	
2016	-72	-76	-84	-67	-72	-34	-42	
2017	-89	-82	-86	-94	-77	-82	-44	4/5
2018	-99	-99	-92	-96	-104	-87	-92	
2019	-109	-109	-109	-102	-106	-114	-97	
2020	-119	-119	-119	-119	-112	-116	-124	
2021	-129	-129	-129	-129	-129	-122	-126	
2022	-144	-144	-144	-144	-144	-144	-137	7
2023	-159	-159	-159	-159	-159	-159	-159	
2024	-174	-174	-174	-174	-174	-174	-174	
2025	-189	-189	-189	-189	-189	-189	-189	
2026	-203	-203	-203	-203	-203	-203	-203	
2027	-215	-215	-215	-215	-215	-215	-215	9
2028	-227	-227	-227	-227	-227	-227	-227	
2029	-239	-239	-239	-239	-239	-239	-239	
2030	-251	-251	-251	-251	-251	-251	-251	
2031	-263	-263	-263	-263	-263	-263	-263	

4.1.10 Stafford Town results are presented in Table 4-2, based on a PAN of 299 and indicate that Stafford Town needs to provide additional school places through existing school expansion. This may require additional classrooms which, if necessary, will be delivered in partnership with individual schools.

Table 4-2 Capacity Assessment – Stafford Town

Stafford Town	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	8	27	37	61	44	64	79	0
2013	15	6	25	35	59	42	62	
2014	7	13	4	23	33	57	40	
2015	11	5	11	2	21	31	55	
2016	13	9	3	9	0	19	29	
2017	5	12	8	2	8	-1	18	
2018	4	4	11	7	1	7	-2	
2019	3	3	3	10	6	0	6	
2020	2	2	2	2	9	5	-1	
2021	1	1	1	1	1	8	4	
2022	0	0	0	0	0	0	7	0/1
2023	-1	-1	-1	-1	-1	-1	-1	
2024	-2	-2	-2	-2	-2	-2	-2	
2025	-3	-3	-3	-3	-3	-3	-3	
2026	-4	-4	-4	-4	-4	-4	-4	
2027	-4	-4	-4	-4	-4	-4	-4	
2028	-4	-4	-4	-4	-4	-4	-4	
2029	-4	-4	-4	-4	-4	-4	-4	
2030	-4	-4	-4	-4	-4	-4	-4	
2031	-4	-4	-4	-4	-4	-4	-4	

4.1.11 Results for Stafford South are presented in Table 4-3, based on a PAN of 210 indicate that 1 FE of provision (7 new classrooms) will be needed.

Table 4-3 Capacity Assessment - Stafford South

Stafford South	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	-10	-15	-2	-5	-20	-8	18	1
2013	-9	-12	-17	-4	-7	-22	-10	
2014	-16	-11	-14	-19	-6	-9	-24	
2015	-14	-18	-13	-16	-21	-8	-11	
2016	-13	-16	-20	-15	-18	-23	-10	
2017	-19	-14	-17	-21	-16	-19	-24	1
2018	-20	-20	-15	-18	-22	-17	-20	
2019	-20	-20	-20	-15	-18	-22	-17	
2020	-20	-20	-20	-20	-15	-18	-22	
2021	-20	-20	-20	-20	-20	-15	-18	
2022	-20	-20	-20	-20	-20	-20	-15	1
2023	-20	-20	-20	-20	-20	-20	-20	
2024	-20	-20	-20	-20	-20	-20	-20	
2025	-20	-20	-20	-20	-20	-20	-20	
2026	-20	-20	-20	-20	-20	-20	-20	
2027	-20	-20	-20	-20	-20	-20	-20	1
2028	-20	-20	-20	-20	-20	-20	-20	
2029	-20	-20	-20	-20	-20	-20	-20	
2030	-20	-20	-20	-20	-20	-20	-20	
2031	-20	-20	-20	-20	-20	-20	-20	

4.1.12 Stafford Rural 1 results are presented in Table 4-4. Based on a PAN of 120 and on an equal distribution of new housing development across the Key Service Villages and the rural areas identified in the Plan for Stafford Borough, Stafford Rural 1 should be able to accommodate all primary school pupils overall within the cluster. Projections indicate possible capacity shortages between the years 2012 and 2017, which should be able to be resolved with temporary classrooms. However it should be noted that this cluster comprises of 6 schools each serving their own village. In the likely event that an uneven distribution occurs, with significant new housing to a particular village, additional education provision will be required in the locality.

Table 4-4 Capacity assessment - Stafford Rural 1

Stafford Rural 1	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	1	3	24	11	22	23	33	1
2013	17	-2	0	21	8	19	20	
2014	28	14	-5	-3	18	5	16	
2015	39	25	11	-8	-6	15	2	
2016	28	36	22	8	-11	-9	12	
2017	13	25	33	19	5	-14	-12	
2018	10	10	22	30	16	2	-17	1
2019	7	7	7	19	27	13	-1	
2020	4	4	4	4	16	24	10	
2021	1	1	1	1	1	13	21	
2022	1	1	1	1	1	1	13	
2023	1	1	1	1	1	1	1	0
2024	1	1	1	1	1	1	1	
2025	1	1	1	1	1	1	1	
2026	1	1	1	1	1	1	1	
2027	1	1	1	1	1	1	1	
2028	1	1	1	1	1	1	1	0
2029	1	1	1	1	1	1	1	
2030	1	1	1	1	1	1	1	
2031	1	1	1	1	1	1	1	

4.1.13 Stafford Rural 2 results are presented in Table 4-5, based on a PAN of 97 and show that capacity would be reached in the next year (September 2013). However, the degree that schools are over capacity is very small so there may be opportunities to accommodate pupils without new classrooms. This is based on an equal distribution of new housing development across the Key Service Villages identified in the Plan for Stafford Borough. However it should be noted that this cluster comprises of 5 schools each serving their own village. In the likely event that an uneven distribution occurs, with significant new housing to a particular village, additional education provision will be required in the locality.

Table 4-5 Capacity assessment - Stafford Rural 2

Stafford Rural 2	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	5	15	6	3	9	9	11	1
2013	-7	4	14	5	2	8	8	
2014	2	-8	3	13	4	1	7	
2015	9	1	-9	2	12	3	0	
2016	9	8	0	-10	1	11	2	
2017	1	7	6	-2	-12	-1	9	0/1
2018	-1	-1	5	4	-4	-14	-3	
2019	-3	-3	-3	3	2	-6	-16	
2020	-5	-5	-5	-5	1	0	-8	
2021	-7	-7	-7	-7	-7	-1	-2	
2022	-7	-7	-7	-7	-7	-7	-1	0/1
2023	-7	-7	-7	-7	-7	-7	-7	
2024	-7	-7	-7	-7	-7	-7	-7	
2025	-7	-7	-7	-7	-7	-7	-7	
2026	-7	-7	-7	-7	-7	-7	-7	
2027	-7	-7	-7	-7	-7	-7	-7	0/1
2028	-7	-7	-7	-7	-7	-7	-7	
2029	-7	-7	-7	-7	-7	-7	-7	
2030	-7	-7	-7	-7	-7	-7	-7	
2031	-7	-7	-7	-7	-7	-7	-7	

4.1.14 Stone Town results are presented in Table 4-6 show that this cluster will gradually run out of capacity and will need 1.5FE of provision (8 new classroom) in the long term, based on the three tier system at Stone of first, middle and high schools. This is based on a PAN of 230. The immediate shortfall for 2012 & 2013 has been addressed by SCC. It is suggested that a new school is built to accommodate future demand.

Table 4-6 Capacity assessment - Stone Town

Stone Town	Year 0	Year 1	Year 2	Year 3	Year 4	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	-13	7	11	4	41	1
2013	-13	-16	4	8	1	
2014	16	-16	-19	1	5	
2015	1	13	-19	-22	-2	
2016	4	-2	10	-22	-25	
2017	-11	1	-5	7	-25	1
2018	-14	-14	-2	-8	4	
2019	-17	-17	-17	-5	-11	
2020	-20	-20	-20	-20	-8	
2021	-23	-23	-23	-23	-23	
2022	-25	-25	-25	-25	-25	1
2023	-27	-27	-27	-27	-27	
2024	-29	-29	-29	-29	-29	
2025	-31	-31	-31	-31	-31	
2026	-33	-33	-33	-33	-33	
2027	-35	-35	-35	-35	-35	2
2028	-37	-37	-37	-37	-37	
2029	-39	-39	-39	-39	-39	
2030	-41	-41	-41	-41	-41	
2031	-43	-41	-41	-41	-41	

4.1.15 Stone Rural results are presented in Table 4-7 are based on a PAN of 35 and show that Stone rural could potentially run out of capacity and therefore may require additional provision, based on an equal distribution of new housing development across the Key Service Villages identified in the Plan for Stafford Borough. However it should be noted that this cluster comprises of 2 schools each serving their own village. In the likely event that an uneven distribution occurs, with significant new housing to a particular village, additional education provision will be required in the locality.,

Table 4-7 Capacity assessment - Stone Rural

Stone Rural	Year 0	Year 1	Year 2	Year 3	Year 4	Additional Classrooms per 5-year period needed per year group (cumulative)
2012	-5	8	5	8	9	
2013	14	-6	7	4	7	
2014	0	13	-7	6	3	
2015	1	-1	12	-8	5	
2016	-6	0	-2	11	-9	1
2017	-2	-7	-1	-3	10	
2018	-3	-3	-8	-2	-4	
2019	-4	-4	-4	-9	-3	
2020	-5	-5	-5	-5	-10	
2021	-6	-6	-6	-6	-6	1
2022	-6	-6	-6	-6	-6	
2023	-6	-6	-6	-6	-6	
2024	-6	-6	-6	-6	-6	
2025	-6	-6	-6	-6	-6	
2026	-6	-6	-6	-6	-6	0/1
2027	-6	-6	-6	-6	-6	
2028	-6	-6	-6	-6	-6	
2029	-6	-6	-6	-6	-6	
2030	-6	-6	-6	-6	-6	
2031	-6	-6	-6	-6	-6	0/1

Secondary schools

- 4.1.16 Results for secondary schools are presented in the tables below.
- 4.1.17 Stafford North results, including the Borona Programme, are presented in Table 4-8 show that this cluster may need up to 7 new forms of entry (FE) of provision by 2031, with additional capacity needing to be added from 2015. This is based on a PAN of 352.

Table 4-8 Capacity assessment - Stafford North (secondary)

Stafford North	Year 7	Year 8	Year 9	Year 10	Year 11	Additional FEs per 5-year period needed (cumulative)
2012	47	51	42	30	56	
2013	57	40	44	35	23	
2014	24	50	33	37	28	
2015	-27	-17	35	3	23	
2016	-28	-34	-24	28	-4	
2017	-51	-38	-44	-34	18	
2018	-76	-61	-48	-54	-44	
2019	-96	-86	-71	-58	-64	
2020	-96	-106	-96	-81	-68	
2021	-104	-106	-116	-106	-91	
2022	-99	-113	-115	-125	-115	
2023	-106	-108	-122	-124	-134	
2024	-129	-115	-117	-131	-133	
2025	-138	-138	-124	-126	-140	
2026	-147	-147	-147	-133	-135	
2027	-155	-155	-155	-155	-141	
2028	-163	-163	-163	-163	-163	
2029	-171	-171	-171	-171	-171	
2030	-179	-179	-179	-179	-179	
2031	-187	-187	-187	-187	-187	

4.1.18 Stafford South results are presented in Table 4-9 show that Stafford South would need up to 1 form of entry of provision in the long term. This is based on a PAN of 696. Since Stafford South is forecasted to have significant spare capacity for the first 7 years, bussing more pupils between Stafford North and Stafford South could potentially be a temporary solution between 2015 and 2017 to meet demand in Stafford North. This suggestion would need to be determined by SCC.

Table 4-9 Capacity Assessment - Stafford South (secondary)

Stafford South	Year 7	Year 8	Year 9	Year 10	Year 11	Additional FEs per 5-year period needed (cumulative)
2012	207	175	119	142	84	0
2013	153	202	170	114	137	
2014	120	148	197	165	109	
2015	82	115	143	192	160	
2016	86	77	110	138	187	
2017	59	81	72	105	133	0
2018	27	54	76	67	100	
2019	3	22	49	71	62	
2020	16	-2	17	44	66	
2021	16	11	-7	12	39	
2022	36	10	5	-13	6	0/1
2023	32	30	4	-1	-19	
2024	2	26	24	-2	-7	
2025	-4	-4	20	18	-8	
2026	-10	-10	-10	14	12	
2027	-16	-14	-14	-14	10	1
2028	-20	-20	-18	-18	-18	
2029	-24	-24	-24	-22	-22	
2030	-28	-28	-28	-28	-26	
2031	-32	-32	-32	-32	-32	

4.1.19 Finally, results for Stone (Middle and High Schools) are presented in Table 4-10, based on a PAN of 240 for middle schools and 255 for high schools. The results show that middle schools would need up to 2 extra forms of entry of provision and the high school would need up to 1 extra FE of provision by 2031.

Table 4-10 Capacity Assessment - Stone (secondary)

Stone Middle and High	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Additional FEs per 5-year period needed (cumulative)	
								Middle	High
2012	28	31	6	20	38	29	25		
2013	35	24	31	2	38	34	27		
2014	-6	31	24	27	20	34	32		
2015	-17	-10	31	20	44	16	32		
2016	-22	-21	-10	27	38	40	14	1	0
2017	-49	-24	-21	-12	46	36	39		
2018	-37	-51	-24	-23	8	44	35		
2019	-21	-39	-51	-26	-2	6	43		
2020	-27	-23	-39	-53	-5	-4	5		
2021	-26	-29	-23	-41	-32	-7	-5	1	0
2022	-38	-28	-29	-25	-20	-34	-8		
2023	-39	-40	-28	-31	-4	-22	-35		
2024	-41	-41	-40	-30	-10	-6	-23		
2025	-43	-43	-41	-42	-9	-12	-7		
2026	-45	-45	-43	-43	-20	-11	-13	2	1
2027	-47	-47	-45	-45	-22	-22	-12		
2028	-47	-49	-47	-47	-24	-24	-23		
2029	-47	-49	-49	-49	-25	-26	-25		
2030	-47	-49	-49	-51	-27	-27	-27		
2031	-47	-49	-49	-51	-29	-29	-28	2	1

In all instances no judgement has been made as to whether the additional classrooms can be accommodated on the site of existing schools or whether new schools on new sites would be required.